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# In the Supreme Court

OF THE

# United States

OCTOBER TERM, 1967

No. 1180

YICK CHIN,
*Petitioner,*

vs.

IMMIGRATION AND NATURALIZATION SERVICE,
*Respondent.*

## PETITION FOR WRIT OF CERTIORARI to the United States Court of Appeals for the Ninth Circuit

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## Subject Index


| | Page |
|---|---|
| Opinions below | 1 |
| Jurisdiction | 2 |
| Questions presented | 2 |
| Statutes involved | 2 |
| Statement of the case | 4 |
| Reasons for granting certiorari | 5 |
| 1. The decision of the Court of Appeals holds that it lacks jurisdiction to review denial of an application for suspension of deportation filed by an excluded alien | 6 |
| 2. The decision below limits the scope of judicial review under the abbreviated process of judicial review prescribed by Section 106(a) | 7 |
| Conclusions | 9 |

## Table of Authorities Cited

### Cases


| | Pages |
|---|---|
| Cheng Fan Kwok v. Immigration and Naturalization Service, 381 F2d 542 (3d Cir.) | 8 |
| Cheng Fan Kwok v. Immigration and Naturalization Service, ___ U.S. ___, 36 L.W. 3308 | 7 |
| Foti v. Immigration and Naturalization Service, 375 U.S. 217 | 6, 7, 10 |
| Giova v. Rosenberg, 379 U.S. 18 (1964) | 8 |
| Hitai v. Immigration and Naturalization Service, 343 F2d 466, cert. den. 382 U.S. 816 (2 Cir. 1965) | 8, 9 |
| Holz v. Immigration and Naturalization Service, 347 F2d 353 (9 Cir. 1965) | 9 |
| Malone v. Immigration and Naturalization Service, 355 F2d 533 (7 Cir. 1966) | 8 |
| Skiftos v. Immigration and Naturalization Service, 332 F2d 203 (7 Cir. 1964) | 8 |
| Talavera v. Pederson, 334 F2d 52 (6 Cir. 1964) | 8 |
| Waziri v. Immigration and Naturalization Service (9 Cir. Jan. 18, 1968) not yet reported | 9 |


### Statutes


| | |
|---|---|
| 28 USC 1254(1) | 2 |
| Immigration and Nationality Act ( 66 Stat. 214, as amended Oct. 24, 1961, Public Law 87-885, 76 Stat. 1247, 8 USCA 1254): | |
| Section 212(e) | 8 |
| Section 243(h) | 9 |
| Section 244 | 1, 3, 5, 8, 10 |
| Section 244(a) | 5 |
| Section 245 | 9 |
| Section 246 | 9 |
| Immigration and Nationality Act of 1952, as amended (P.L. 87-301, Oct. 26, 1961, 75 Stat. 651, 8 USCA 1105(a)): | |
| Section 106(a) | 2, 6, 7, 8, 9 |

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## PETITION FOR WRIT OF CERTIORARI
## to the United States Court of Appeals for the Ninth Circuit

The petitioner, Yick Chin, prays that a writ of certiorari issue to review the judgment of the United States Court of Appeals for the Ninth Circuit dismissing his petition for review for want of jurisdiction.

### OPINIONS BELOW

The decision of the Board of Immigration Appeals refusing to consider petitioner's application for suspension of deportation under the provisions of Section 244 of the Immigration and Nationality Act, as amended (66 Stat. 214, as amended October 24, 1962, 76 Stat. 1247, 8 USCA 1254), is set forth in the cer-

tified administrative record (R 1-2), and printed in Appendix C hereto, infra, pp. iv-v.

The decision of the Court of Appeals has not as yet been officially reported, but is set forth in the record and printed in Appendix A hereto, infra, pp. i-ii.

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## JURISDICTION

The Judgment of the Court of Appeals was filed and entered on November 28, 1967 (Appendix B, pp. iii). The jurisdiction of this Court is invoked under 28 USC 1254(1).

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## QUESTIONS PRESENTED

1. Does the United States Court of Appeals have jurisdiction to review an order of the Board of Immigration Appeals holding petitioner ineligible for suspension of deportation as an excluded alien?

2. Does Section 106(a) of the Immigration and Nationality Act vest in the United States Court of Appeals exclusive jurisdiction to review all final decisions of the Immigration and Naturalization Service?

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## STATUTES INVOLVED

Section 106(a) of the Immigration and Nationality Act of 1952, as amended (P.L. 87-301, October 26, 1961, 75 Stat. 651, 8 USCA 1105(a)), provides in part as follows:

"Judicial review of orders of deportation and exclusion—Exclusiveness of procedure

(a) The procedure prescribed by, and all of the provisions of sections 1031-1042 of Title 5, shall apply to, and shall be the sole and exclusive procedure for, the judicial review of all final orders of deportation heretofore or hereafter made against aliens within the United States pursuant to administrative proceedings under section 1252 (b) of this title or comparable provisions of any prior Act, except that—

(1) a petition for review may be filed not later than six months from the date of the final deportation order or from the effective date of this section, whichever is later.

* * * * *

(3) the action shall be brought against the Immigration and Naturalization Service, as respondent. * * *

* * * * * *

(b) Notwithstanding the provisions of any other law, any alien against whom a final order of exclusion has been made heretofore or hereafter under the provisions of section 1226 of this title or comparable provisions of any prior Act may obtain judicial review of such order by habeas corpus proceedings and not otherwise."

Section 244 of the Immigration and Nationality Act of 1952, as amended (66 Stat. 214, as amended October 24, 1961, Public Law 87-885, 76 Stat. 1247, 8 USCA 1254), provides in part as follows:

"Suspension of deportation—Adjustment of status for permanent residence; contents

(a) As hereinafter prescribed in this section, the Attorney General may, in his discretion, suspend deportation and adjust status to that of an alien lawfully admitted for permanent residence, in the case of an alien who applies to the Attorney General for suspension of deportation and—

(1) is deportable under any law of the United States except the provisions specified in paragraph (2) of this subsection; has been physically present in the United States for a continuous period of not less than seven years immediately preceding the date of such application, and proves that during all of such period he was and is a person of good moral character; and is a person whose deportation would, in the opinion of the Attorney General, result in extreme hardship to the alien or to his spouse, parent, or child, who is a citizen of the United States or an alien lawfully admitted for permanent residence; or

(2) is deportable under paragraphs (4), (5), (6), (7), (11), (12), (14), (15), (16), (17), or (18) of section 241(a); * * *."

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## STATEMENT OF THE CASE

The facts are not in dispute. Petitioner is a male alien, a native and citizen of China. Petitioner, following his arrival at the Port of San Francisco, California, April 6, 1952, at the age of 14 years, was ordered excluded and deported on the ground that he had failed to establish his claim to United States citizenship. He has remained in the United States on parole since 1952.

On or about February 5, 1965, petitioner submitted through counsel to the District Director, Los Angeles District, Immigration and Naturalization Service, an application with supporting documents seeking the benefits of Section 244(a) of the Immigration and Nationality Act, as amended. Said application was rejected by the District Director (Adm. Record, p. 8) and thereafter petitioner through counsel, filed with the Board of Immigration Appeals at Washington, D. C., a motion seeking acceptance and processing of his application for suspension of deportation, and said motion was denied by the Board of Immigration Appeals on July 15, 1966, stating that petitioner was ineligible for such relief since he had been excluded and is not a resident (App. C, infra).

The petition for review was filed in the Court of Appeals for the Ninth Circuit for the specific purpose of seeking judicial determination as to whether the administrative decision holding petitioner ineligible for suspension of deportation under Section 244 of the Immigration and Nationality Act, as amended, is erroneous as a matter of law.

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## REASONS FOR GRANTING CERTIORARI

This writ of certiorari is sought because the decision below is in conflict with decisions of this Court and contrary to decisions of other Circuits. In addition, the issues present herein raise important questions of due process of law as well as important questions per-

taining to the administration of the immigration and nationality laws of the United States.

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1. THE DECISION OF THE COURT OF APPEALS HOLDS THAT IT LACKS JURISDICTION TO REVIEW DENIAL OF AN APPLICATION FOR SUSPENSION OF DEPORTATION FILED BY AN EXCLUDED ALIEN.

In *Foti v. Immigration and Naturalization Service*, 375 U.S. 217, the question before the Supreme Court was whether denial of discretionary relief, suspension of deportation, was a "final order of deportation" within the meaning of Section 106(a) of the Immigration and Nationality Act. In reaching its affirmative decision, this Court, at page 230, stated:

> "* * * Much of the litigation in deportation cases with respect to the setting aside of an administrative determination on the grounds of arbitrariness involves disputed eligibility questions and matters of statutory construction. Additionally, the concern of the Court below does not comport with the declared purpose of § 106(a) to eliminate the District Court stage of the judicial review process in an effort to prevent dilatory tactics. And the suggestion of the Court below that it is 'incredible' that Congress meant to burden the Courts of Appeal with review of all orders denying discretionary relief in deportation cases is unconvincing."

The Court then continued, by stating at page 232:

"To so construe § 106(a) does not constitute an expansion of 'the words used by Congress beyond their well-understood meaning.' Bifurcation of

> judicial review of deportation proceedings is not only inconvenient; it is clearly undesirable and not the necessary result from a fair interpretation of the pertinent statutory language. Therefore, this matter can and should be passed upon by the Court of Appeals, resulting in a judicial review procedure that would be both fair to the petitioner and expeditious for the Government."

Petitioner did not in his petition for review filed in the Court of Appeals challenge the validity of the order of exclusion and deportation or the proceedings culminating in that order. The petition sought review of an actual controversy between petitioner and the Immigration and Naturalization Service over the legal right of petitioner to apply for suspension of deportation under that statute. The decision of the Court below, contrary to the decision of this Court in *Foti,* supra, held that even though the Immigration and Naturalization Service had found petitioner ineligible for suspension of deportation such decision was not within the ambit of Section 106(a).

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**2. THE DECISION BELOW LIMITS THE SCOPE OF JUDICIAL REVIEW UNDER THE ABBREVIATED PROCESS OF JUDICIAL REVIEW PRESCRIBED BY SECTION 106(a).**

This Court on January 29, 1968 granted certiorari in *Cheng Fan Kwok v. Immigration and Naturalization Service,* ..... U.S. ....., 36 L.W. 3308. In the *Kwok* case, proceedings were commenced in the Court of Appeals to review a decision of a District Director of the Immigration and Naturalization Service denying

Kwok's application for a stay of deportation. The Court of Appeals for the Third Circuit in the *Kwok* case, 381 F2d 542, dismissed the petition for review for lack of jurisdiction. However, in reaching that conclusion the Court referred specifically to the conflicting interpretations of different Circuits as to what administrative determinations are included within the purview of Section 106(a) of the Immigration and Nationality Act. In closing that Court, at page 545, stated:

> "Finally, we can only add our concurrence to the Second Circuit's conclusion that new legislation is necessary to rescue the courts and lawyers from these fruitless jurisdictional disputes."

This Court in *Giova v. Rosenberg,* 379 U.S. 18 (1964), held that an order of the Board of Immigration Appeals denying a petition to reopen was subject to review under Section 106(a) of the Act.

In the case at bar, petitioner seeks review of a final administrative decision of the Board of Immigration Appeals holding him ineligible for suspension of deportation under Section 244 of the Act.

In *Skiftos v. Immigration and Naturalization Service,* 332 F2d 203, 7 Cir., 1964, involving the question concerning validity of a visa petition; in *Malone v. Immigration and Naturalization Service,* 355 F2d 533, 7 Cir., 1966, involving the question of a stay of deportation; in *Talavera v. Pederson,* 334 F2d 52, 6 Cir., 1964, involving the question concerning waiver of foreign residence requirement under Section 212(e); in *Hitai v. Immigration and Naturalization Service,*

343 F2d 466, Cert. Denied 382 U.S. 816, 2 Cir., 1965, involving the question of eligibility for adjustment of status under Section 245 of the Act; in *Holz v. Immigration and Naturalization Service,* 347 F2d 353, 9 Cir., 1965, involving withholding of deportation under Section 243(h) of the Act; in *Waziri v. Immigration and Naturalization Service,* 9 Cir., not yet reported, decided January 18, 1968, involving rescission under Section 246 of the Act, those Courts held that the Court of Appeals had jurisdiction to review the final administrative determination under the provisions of Section 106(a) of the Act.

The question concerning the proper jurisdiction in which to seek review of an order such as that in the case at bar is of the utmost importance in the proper administration of the immigration and nationality laws of this country. If for no other reason, certiorari should be granted here.

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## CONCLUSIONS

If the fate of this petitioner alone were at stake, the case might be of small account. It is our entire democratic processes themselves that are involved. Section 106(a) of the Act specifically requires that a petition seeking review of a final administrative order must be filed within six months. In view of the conflict of decisions between the various Circuits, counsel can not gamble and file an action in the District Court seeking review without jeopardizing the right of his client to procedural due process since it clearly ap-

pears from the language contained in the decision of this Court in *Foti*, supra, that the Court of Appeals has jurisdiction to review final administrative orders pertaining to applications for suspension of deportation filed under Section 244 of the Act.

For the reasons set forth, it is respectfully submitted that the petition for writ of certiorari should be granted.

Dated, San Francisco, California,
February 20, 1968.

JOSEPH S. HERTOGS,
*Attorney for Petitioner.*

**(Appendices A, B and C Follow)**